

FIRST STEPS TOWARD PLANNING

A CITIZENS' CAMPAIGN FOR MILL VALLEY, CAL.

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GRADUATE STUDENT PROBLEM . . . MAY 1950
DEPARTMENT OF CITY AND REGIONAL PLANNING
UNIVERSITY OF CALIFORNIA . . . BERKELEY

City planning 212

FIRST STEPS TOWARD PLANNING

A CITIZENS' CAMPAIGN FOR MILL VALLEY, CAL.

Enclosed you will find materials in answer to your request for an educational program to be used in conducting a citizens' planning campaign. The work was done in four weeks time as part of the requirements for the course, City Planning III, one of the core courses in the city planning program.

The materials included are, as follows:

1. An introduction, addressed primarily to students of planning, to planning, to planning, and to those members of the community that may find it useful.
2. A campaign procedure for the Mill Valley Citizens' Planning Association.
3. A section devoted to the dissemination of types of professional and non-professional planning available to the smaller community.
4. A series of photos to be used in connection with the association's campaign. (Note for the camera men, included in the body of this report.)

Report fully submitted

Graduate Student:

H. Hirsch
A. A. Spender
H. L. Williams
J. W. Bailey - Chairman

GRADUATE STUDENT PROBLEM . . . MAY 1950
DEPARTMENT OF CITY AND REGIONAL PLANNING
UNIVERSITY OF CALIFORNIA . . . BERKELEY

University of California
Department of City and
Regional Planning

May 29, 1950

To the Mill Valley Citizen's Planning Association;

Enclosed you will find materials in answer to your request for an educational program to be used in conducting a citizens' planning campaign. The work was done in four weeks time as part of the requirements for the course, City Planning 212, one of the core courses in the city planning program.

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1. An introduction, addressed primarily to students of planning, to planners, and to those members of the community that may find it useful.
2. A campaign procedure for the Mill Valley Citizens' Planning Association
3. A section devoted to the discussion of types of professional and non-professional planning available to the smaller community.
4. A series of plates to be used in connection with the association's campaign. (Texts for the leaflets are included in the body of this report.)

Respectfully submitted

Graduate Students:

N. Murdoch
A.E. Spencer
R.L. Williams
J.W. Keilty - Chairman

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SECTION I

AN INTRODUCTION FOR STUDENTS AND PLANNERS

AN INTRODUCTION FOR STUDENTS AND PLANNERS

With a gradual but growing recognition of the need for planning on the level of the smaller community, there has arisen the parallel problem of how this planning is to be obtained. As might be expected, the first obstacle to continuous and comprehensive planning is a financial one. But, often as not, the small community, because of its restricted economic base and attendant lack of ready funds, finds itself in the need of very careful planning on all governmental levels in order to maintain its plant and to face its future with any degree of certainty.

The case in question, that of Mill Valley, can reasonably be accepted as typical. Within its corporate limits, Mill Valley has 8000 inhabitants, according to the most recent estimates. In the surrounding unincorporated areas there are 5000 more inhabitants that, to a degree, share some of the services of the incorporated area and would like to share more. The bulk of the commercial services offered in the area is taken up in small retail businesses. These businesses must share some of their predominantly commuter clientele with the regional center, San Francisco. Mill Valley is not ideally located as an industrial center, and would, most likely, not welcome such type of development if it could be attracted. The surrounding built upon areas, such as Homestead and Tamalpais Valleys, Almonte and Alto, show no particular willingness to cast their lot with the larger incorporated community.

Obviously, the tax base for our study community is limited to the owners of modest amounts of land and personal property. Other funds are secured through licensing and parking meters, and whatever other minor sources of income there are available to a city government, in itself reticent in the face of local protest to forgo the local pocketbooks for increased sources of income.

Unless these no more than barely adequate sources of income are majored in an extremely prudent manner, their product may be less than nothing. Keeping abreast the inevitable depreciation of the streets, sidewalks, schools and other civic necessities is often a chore that obviates the undertaking of any other needed improvement or new investment. Since local governments are rarely in a position to follow even this simple course which is essentially negative, but find that there is an ever increasing call on their limited funds, an atrophying confusion and a feeling of hopelessness and defeat often characterize such hard-pressed governmental bodies.

The fact that careful planning is the only positive answer yet offered to this problem, tends to make the distrustful attitude towards planning of many community leaders, both public and private, seem a trifle puzzling on the surface.

The attitude, of course, is nothing new, and is, perhaps, all that is left to the generations whose high and unreasonable hopes - whose optimism - was sanctified as an almost constitutionally requisite behaviour. It has become apparent, to some extent, in the intervening years, that hard-boiled optimism, in that this and this alone was a full and sufficient guide for the governing of men's affairs, was soft-headed thinking in the total white light of a very unsettled today.

Hence planning.

Now, pointing out that planning, based on long-range objectives, is the one answer to civic problems that we feel prepared to supply, and determining how this planning is to be achieved is a related but distinctly different engagement. Suggesting that one spend money to save money is a bit too pat and facile a solution and is, perhaps, misleading. Money cannot be saved if money has to be spent. And, in the average community, there are many urgent needs for which expenditures must be made - especially if the community is a growing one. Streets, schools, recreation facilities, and sewage disposal systems all require maintenance and expansion if the community expects to remain healthy and serviceable. The planner ideally can program these undertakings; he can insure that what is done is done to meet tomorrow's needs as well as today's (and herein he may save a city untold amounts); he can locate new facilities with an eye to an over-all development, both pleasing and practical; he can, in other words, supply the order, stability, and protection necessary to the city's growth - but not without the consent and support and interest of the community itself.

We have, at long last, come to our point. How is our average, small budget community going, initially, to discover its need for planning, and, how, having discovered this need, is it to act upon it and secure for itself a type of planning service that will have some continuity and still be within its means?

No one in the problem group pretends that he has found the final and single answer to this question. Our report is more in the nature of a suggested approach, or, more accurately, of suggested approaches.

For the purpose of our first step, we have assumed, not without reason, that there is a small but compact body of opinion within the community that does recognize the need for planning.

The spirit of civic adventure, as opposed to that of apathy or fear, is the essential ingredient of civic betterment. The public minded citizen, individually or in a group, provides the node of enthusiasm, the nucleus of endeavour without which there would be no forward movement or foresight or insight into community problems. Without such an expression of interest in the community, the planner's task is made an impossible one.

Our initial attempt has been to provide such a group with a concrete reason for being, to clarify its tasks to put into its hands a preliminary program by which the group, from its position within the community, could speed the word and engage all interests, and as much of the thinking capacity of the community as can be marshalled. For this reason, we have given special emphasis to those problems that lie uppermost in the civic conscious. The effort has been to ask the citizenry to think through their problems themselves. The phrase, "You Plan For Mill Valley", which we have used in our leaflet series, is not simply a convenient slogan, a "come-on", or a "gimmick". It is our intention that it convey its exact inference. That, within the framework of a democratic society, the people of the community always and ever are those who initiate planning in their community. We feel fairly sure that such interested citizens will, upon the evaluation of their problems, seek the necessary technical aid which the planner can provide. It is part of the citizen group's problem, after all, that they recognize the need for technical assistance, and it is, we believe, an American habit to seek the expert's opinion. If experienced opinion is not sought, the planner's job ends here... for the time being.

We cannot presume that the planner's job will end here. Therefore we advance to our second step, which is that of finding out by what means the community can avail itself of technical planning aid, and how this planning can be provided to extend over a period or periods long enough to insure certain long range goals. The need is for continuous planning, not for an occasional planning foray.

This has entailed much research, much questioning, much thought on our part, the result of which you will see later in this report. The same is true of the first step. Campaign and organizational techniques as applied to the fostering of planning in a relatively small community are not the same as those which sell a tangible and merchandisable product. Here your are engaging minds, not buying them. The phrase, "one must 'sell' planning", is erroneous. One must, rather, seek out the spirit in a community that desires a rational progress - one must foster this spirit, give it the information it needs to make possible clear thinking, and, in every way, help it to grow. The results, we feel, will be worth more than those produced by a boorish merchandizing spirit on the part of the planner. In this respect, perhaps, we are closer to the agriculturalist than the merchandiser - or should be.

SECTION II

A CITIZENS' PLANNING ASSOCIATION CAMPAIGN

A CITIZENS' PLANNING ASSOCIATION CAMPAIGN

introduction

Public interest, support, and participation in the orderly physical development of Mill Valley requires good public relations and citizen education in community problems. A strong citizen organization may do much to guide these activities.

objectives

1. to educate and enlist the support of the people of Mill Valley for city planning through a Citizens' Planning Association.
2. to gain public acceptance and support for a means whereby necessary citizen and technical aid will encourage and guide government planning procedures in drawing up and effectuating a continuing planning program.

procedures

Assuming that a Citizens' Planning Association has been formed by interested community leaders its framework might be characterized in one of the following ways:

1. on a city-wide basis with citizen sub-committees considering different phases of planning.
2. on a neighborhood basis, one citizen sub-committee in each neighborhood with individuals in each considering different phases of planning.
3. any combination of the above 1 and 2 in which some sub-committees consider city-wide planning problems and others consider neighborhood problems.

Each of the above three may be under local government guidance or it may function completely separate from local government influence. The type of organization chosen should be adaptable to the character and needs of the citizens of Mill Valley.

duties of citizens' planning association

A Citizens' Planning Association duties might be to act as a coordinating element in setting up sub-committees which will consider and study planning problems in Mill Valley. It may further be the duties of the Citizens' Planning Association to:

1. educate and enlist the support of the people of Mill Valley

for city planning.

2. gain public support and acceptance of a means whereby necessary technical aid will be employed to guide government planning procedures in drawing up and effectuating a continuous planning program.

3. act in a continuing capacity to bring to the attention of the government of Mill Valley the needs and desires of the citizens for improved planning development.

organization of the citizens' planning association

Members of the Citizens' Planning Association might include within its membership one person from each sub-committee. It might elect a chairman and secretary who would hold office for one year. Neither should be a member of a sub-committee.

It might meet at least once a month and determine its own methods of procedure.

sub-committees—organization

Through public forums or neighborhood meetings in churches, schools, or private homes the Citizens' Planning Association may obtain membership in sub-committees.

The sub-committees might include within its membership a member of the Citizens' Planning Association. Each sub-committee might elect a chairman who would hold office for one year and who would not be a member of the Citizens' Planning Association.

Subcommittees might meet separately at least once a month and determine their own procedure.

sub-committees—types

1. City-wide At least five city-wide sub-committees might be formed, each of which could be made up of one member from each neighborhood. The members of each sub-committee would consider jointly problems related to one of the following:

- a. Schools and Recreation
- b. Streets, Traffic, Transit, and Parking
- c. Zoning, Housing, and Subdivisions
- d. Public Utilities and Other Services
- e. Provision for Long-Range Planning

2. Neighborhood A sub-committee might be formed in each neighborhood, each of which might consist of citizens from its neighborhood. Members could consider singly or jointly one or all of the following problems respectively, as it relates to the particular neighborhood.

- a. Schools and Recreation
- b. Streets, Traffic, Transit, and Parking
- c. Zoning, Housing, and Subdivisions
- d. Public Utilities and Other Services
- e. Provision for Long-Range Planning

3. City-wide--Neighborhood Sub-committees might be formed in each neighborhood to consider the problems of the neighborhood. Sub-committees might also be formed on a city-wide basis with membership from each neighborhood. Neighborhood sub-committees are included from "a" through "d" and city-wide from "e" to "g".

- a. Schools and Recreation
- b. Streets, Traffic and Parking
- c. Zoning, Housing, and Subdivisions
- d. Public Utilities and Other Services
- e. Land Use
- f. Transportation
- g. Provision for Long-Range Planning

Functioning of the citizens' planning association

1. Through sub-committees, determination of the physical and financial problems confronting Mill Valley. (Study "Mill Valley--1950")

2. Formulate a method of obtaining long-range planning program for Mill Valley and study ways and means of carrying out such a plan. (Some methods are discussed in a later section of this report.)

3. Carry on an educational program to gain public interest and support for planning in Mill Valley. (Possible methods are discussed below.)

Possible planning educational program

The following campaign schedule describes one possible method of

procedure, but the techniques given adapted to any single or in combination, as the Citizens' Planning Association sees fit. The campaign would follow the organization of the Citizens' Planning Association with its sub-committees, the immediate determination of physical problems confronting Mill Valley by the sub-committees, and the formulation of a method of drawing up and carrying out a continuous planning program in Mill Valley.

The campaign, which would only be an initial step in an educational program, would trace the past history of planning in Mill Valley; describe measures taken by the citizens immediately before the campaign to strengthen citizen interest and support for planning; describe and launch a means of carrying on a continuous planning program in Mill Valley; and gain wider interest and support for a continuing planning program.

campaign—preliminary preparation

1. Announcement by the Mayor of Mill Valley of one week to be set aside as M.V.P.W.—Mill Valley Planning Week.
2. Distribution of leaflets, put out by the Citizens' Planning Association, to every family in Mill Valley, at one week intervals until and including one week before M.V.P.W.
3. Poster and model contests in the schools, depicting possible planning needs in Mill Valley.
4. Preparation of movies, exhibits, speeches, plays, and tours depicting Mill Valley today and what methods or means may be used to improve it and to carry on a continuing planning program.
5. Announcements on radio, in newspaper, in store windows, churches, clubs, etc., of M.V.P.W. and the events to take place.
6. Local Friday newspaper issue dedicated to planning in Mill Valley.

campaign—mill valley planning week

1. Official opening of week by Mayor with parade of school band.
2. Meetings of all clubs and organizations throughout week dedicated to planning.
3. All public buildings dressed for the occasion with exhibits, models, etc., open daily and evenings.
4. Planning educational talks and movies carried on in public buildings at scheduled hours for all age groups.
5. Guided tours throughout Mill Valley, playing up the need for planning.

6. Evening band concerts, movies, plays, and forums.
7. Newspaper issues describing proceedings and encouraging support for continuous planning.
8. Last day devoted to field events, a ball game, etc., climaxed by a community sing with fireworks depicting planning in action, prizes for best exhibits, posters, models, etc., and presentation of the method whereby Mill Valley will one day be a well planned community.

continuous planning program

Any program for planning should be continuous. Citizens must show continuous interest and support. The Citizens' Planning Association with its various sub-committees should continually bring to the attention of the government planning organization the desires of the community regarding the development of Mill Valley.

•
•
• PRESS RELEASE

• MILL VALLEY TO DEDICATE PLANNING WEEK
•

Mill Valley Planning Week will be dedicated by the citizens of Mill Valley, during the week beginning -----, Mayor----- declared in a statement last night.

Concerts, sporting events, and fireworks will highlight the event. Movies, plays, forums, tours, and exhibits will acquaint each of us with the meaning of good city planning in Mill Valley.

Mill Valley Planning Week is sponsored by the Citizens' Planning Association of Mill Valley, a non-political organization which has been formed "to encourage and support citizen participation in a continuing planning program to improve the present and future physical environment of our city".

. RADIO ANNOUNCEMENT—One Minute
. OBTAINING CITIZEN PLANNING INTEREST, SUPPORT, AND PARTICIPATION

introduction

Sound effects of a car screeching to a stop with a child's cry.

voice

This might have been your child..... Mill Valley streets are narrow, sharp, and unsafe for cars and pedestrians.....You can have safer streets. You can have well equiped schools, better shopping facilities, increased bus service, and many other community services through your interest, support, and participation. Your help means better facilities for you and your children. Contact your Citizens' Planning Association, and volunteer your services today to help make Mill Valley a safer place in which to live.

•
•
• SPEECH OUTLINE

• THE NEED FOR CITIZEN INTEREST, SUPPORT, AND PARTICIPATION
•

the speaker—the audience—the subject

An expert in community affairs explains to a select adult civic group, the need for continuous citizen interest, support, and participation in guiding the development of Mill Valley.

opening or punch line related to an immediate civic problem

Types 1. Quotation or

2. Joke or

3. Question

example—Are you going to let the bus fares be increased?

discussion of opening problem and some other problems

Types 1. Poorly equipped schools

2. Outmoded sewage disposal lines

3. Unsafe streets

4. Others

example—a broken blackboard, sewer pipe, a photo of a narrow street with two cars trying to pass each other.

explanation of how continuous interest, support, and participation can bring about guided development in Mill Valley

1. Description of organizations and procedures in other communities through citizen planning committees.

Types 1. City-wide groups

2. Neighborhood groups

2. Description of same types of organizations and procedures and their application to Mill Valley

Types 1. City-wide groups

2. Neighborhood groups

3. Combination of city-wide and neighborhood representation.

3. Selection of best type.

closing

1. Discussion of how the best organization type will solve problems discussed in the beginning.
2. Examples of good school equipment ; water lines or pipes, streets etc.
3. Closing statement with emphasis on need for immediate action.

SECTION III

CITIZENS' PLANNING ASSOCIATION LEAFLETS - TEXTS

sometimes we disagree

Sometimes we disagree... that's natural. A healthy democracy depends on disagreement, and a healthy community is the product of the interest and spirit of its citizens. It depends on our willingness to face civic problems, to argue them out among ourselves, to feel responsible for the future of our community.

You, as a member of a neighborhood or city-wide community planning group can make and effect the decisions that will control the future growth of our community.

We, as members of a neighborhood or city-wide planning group, can plan our community so that it serves us well.

We Plan Mill Valley.

beyond the window

Beyond the window lies the town - it's there every day. Beyond the town stand the hills and woods, all framed in the window.

That part of the world outside your window is as much a part of your home as the furniture and the walls. And, like the furniture and the walls, this part of your home needs constant attention and care. Your investment in your city and your neighborhood is part of your investment in your home. How well your city and neighborhood serve you will be one measure of the satisfaction you receive from your home.

You plan for your home. Through integrated citizen planning groups, neighborhood and city-wide, you plan for that part of your home that lies beyond the window.

you can't see the forest

We don't mean that this is Mill Valley now, or, we hope, ever. We do mean that cities, big and little, let the small problems of civic maintenance and growth become bigger and bigger until solutions are just about out of the question.

In a small city, where government staffs are small and day to day duties take up the bulk of effort, it is important that everyone in the community know what is needed now and what is going to be needed in the future in order that the city may grow wisely and well.

Through citizen action, in city-wide and neighborhood groups, civic problems can be met, and the means of acting on these problems can be worked out realistically. Expert advice is available to such citizen groups in the local government and the county planning department.

partment. Your advice, your ideas, and the decisions you work out will help them in the work they are doing for you. Through such mutual aid programs, the city may be moved safely into the future.

You Plan Mill Valley.

no greater responsibility

There is nothing more essential to the future good of our city than its schools and play areas.

There is no real alternative to well located, well designed, well maintained school and recreation facilities.

There is no greater responsibility for the community than that of providing the best possible mental and physical training for our children, in the best possible environment.

You as a member of a neighborhood and city-wide planning group can see to it that our city's school and recreation plant serves our future citizens - our children - in the best way possible.

We have no greater responsibility.

is our sewage system tottering?

That's not difficult to answer... of course it is! Mill Valley has an aged and obsolete system that it outgrew years ago.

Poor sewage control and treatment, and an inadequate water supply are threats to the health and safety of our community. Like so many dangers to health, we are not aware of the threat until it strikes.

We need new sewers. We need new and larger sewage treatment facilities. But above all else, the community needs you and your support. As a member of a neighborhood or city-wide planning group, you can rectify this threat to our entire community. This is our community, it is our job to protect it from the consequences of an outmoded and hazardous water and sewage system.

Through citizen effort... You Plan Mill Valley.

last bus?

Let's face it...

Besides the private automobile, Mill Valley is dependent on a single bus line for contact with the rest of the San Francisco Bay Area. The people of Mill Valley are having their transportation troubles... so is the bus line.

Let's be realistic

A very large part of Mill Valley's residents work outside Mill Valley. We must have more flexibility and stability in our transportation facilities. We need to know that transportation is going to serve us, and at a reasonable rate.

What can we do?

Citizens, working together, can accomplish small miracles. Only by continued group effort can the transportation problem be solved.

You, as a member of a neighborhood and city-wide planning group, can face and solve the problems that affect you and your city.

You Plan For Mill Valley.

we live on our streets

We live on our streets. Our business, social, and family lives are influenced in endless ways by the streets we use every day.

Well planned, well constructed, well maintained streets and sidewalks and parking areas

- ..Bring business to our community
- ..Help protect our property and homes by increasing land values
- ..Help protect our children by providing safe, off-street walking space.
- ..Enhance your neighborhood
- ..Enhance your driving pleasure

You, as a member of a neighborhood or city wide citizen's planning group, can make sure that our city has the kind of streets we want and need.

You Plan Mill Valley

shopping could be fun... but

Shopping is an important function in a city the size of Mill Valley... or in any town whose major business activity is that of supplying local needs. Shopping is an important function to the families that need supplies daily or weekly... and want to buy them in convenient, well planned centers.

Availability and ease of parking, freedom from through traffic, a convenient arrangement of shops, the variety of goods available, play space for children, attractiveness, open space and planting, these are only a few of the physical features that make for pleasant shopping, and extend and invitation to buying.

You, as a member of a neighborhood and city-wide citizen planning group, can make your shopping wishes come true. Unsightly and inconvenient commercial centers threaten the value of all adjacent property -- if we want well located and attractive shopping localities, then we must make sure that the long range plans for our city contain our wishes.

We Plan Mill Valley

do you have bills?

Naturally, we all have bills, and, with the cost of living so high, it's amazing how they can deplete the bank account.

Our city has bills to pay too.

When you use city services, someone has to be paid in order to provide those services.

Our city is trying to meet the demand for increased public services, but - it takes money.

Mill Valley is doing its best under severe handicaps. It needs funds to meet its obligations in order to provide for adequate and properly planned improvements. It is a difficult task. Everyone has to help.

Present public revenue sources are inadequate. The bulk of city funds come from property taxes based on an outdated assessment system.

New sources of public income must be found.

You, as a member of a neighborhood and city-wide planning group, can help your government solve its financial problems.

You Plan for Mill Valley.

just what are you suggesting?

We're not only suggesting... we are stating - You Plan Mill Valley.

Your ideas, your wishes, your likes and dislikes concerning the city you live in determine in great measure what the future of your city will be.

We Plan Mill Valley

Bringing all our ideas and wishes, likes and dislikes together into a positive program for the future of our city means:

1. Citizen Participation - hard headed thinking by neighborhood and city-wide groups about the things we need and the things we want for Mill Valley - and how we're going to get them.
2. Expert Advice - from your local government or from your county planning department concerning planning methods and means of financing.
3. Long Range, Continuous Planning - to anticipate the problems of the future, to correct the mistakes of the past, and to assure the best possible environment for living in our city.

You Plan Mill Valley

SECTION IV

APPROACHES TO PLANNING

APPROACHES TO PLANNING

introduction

How then shall Mill Valley obtain planning, so essential to their proper over-all development? It is not enough to say "You plan Mill Valley"; a suitable medium, through which the citizens can effect planning, must be organized and carefully nurtured.

Listed below are several methods of approaching the planning problems of the small city. This tabulation is followed by a brief critical analysis of each method.

1. planning consultants
2. commission staff (city employed)
3. citizen planning groups
4. state-local cooperation
5. county-city cooperation

The different procedures are judged upon their ability to provide comprehensive, long-range, continuous planning; for such is the professional conception of effective city planning.

planning consultants

a. job-contract consultants.

Although the job-contract consultant system has dominated the planning efforts of small cities, this procedure has some very serious deficiencies when viewed in the light of past experience. "In focusing attention upon specific job contracts, by the terms of which the consultant undertakes to prepare a plan within a specified time for an agreed-upon amount, the system has effectively militated against the recognition of planning as a continuous function and hence against adequate full time staffs".^{*} In many instances cities undertake to complete only a specific part of a plan (such as a zoning "plan") without ever recognizing the comprehensive nature of true planning. "Summarizing the seemingly inherent defects of this consultant system, it may be said that it generally involves the flaring and burning out of the enthusiasm of civic groups, the expenditure of considerable sums within a short span of time, and a subsequent complacency on the part of public officials who view the resultant neatly bound volume as a fait accompli. They are, consequently, reluctant to spend more for planning, and in many cases the Mayor accepts the plan with due ceremony only to have it filed in the archives and forgotten, both by the public and by responsible officials. This suggests the ultimate result of the system -- the discovery that, in city after city, officials had never looked at plans supposedly prepared to guide their work and often they were not even aware of their existence."^{**}

^{*} Walker, Robert A. The Planning Function in Urban Government. University of Chicago Press, Chicago, Illinois

It would appear that any plan, no matter how well done, is of little value unless there is some organization to keep the plan before the responsible officials of the community.

b. continuous consultant service.

The employment of a consultant planner on a continuous part time basis provides an answer to many of the objections that were enumerated above. No attempt is made to prepare an original "master plan", but rather the consultant is paid an annual salary to devote a given amount of time to the city. This type of planning service would seem to insure a continuity of effort and to be much more effective than the job-contract type of consulting service.

The employment of a consultant on a part time basis permits the city to obtain a professional planner with a breadth of professional competence which a lower salaried employee could not be expected to have. However, it should be noted that competent consultant planners charge fees from fifty dollars a day up in California and to obtain such a service for more than a day or two represents a considerable investment for the small cities. The use of this type of consultant service could most appropriately be used in conjunction with a small permanent (one person or even one person part time) staff employed by the city.

commission staff (city employed)

It would be very desirable if the planning of small cities would employ one professional planner to devote his full time to the local planning problems. Unfortunately, no studies have been uncovered which attempt to specify the minimum size community in which a separate staff planning agency would be feasible. The acceptance of planning being what it is at the present time, cities the size of Mill Valley show a reluctance to justify the expense of employing a full time professional planner (the minimum type of planning program is estimated to cost between \$5,000 and \$6,000 per year.) And it is the purpose of this section of the report to investigate alternatives to this obviously effective and straightforward procedure.

The possible modification of employing part time planning assistance, having some regular city employee devote part of his energies to planning, has some distinct disadvantages. It is very doubtful if anyone with even a cursory education in professional planning would be willing to split his efforts in this manner. Also, under the press of routine city work, the planning effort would probably suffer periods of complete abandonment.

However, this part time procedure might possibly be of value in conjunction with some other positive program for planning, especially if the local employee has frequent reference to professional planning direction.

citizen planning groups

Under the present organization of local government the small cities have very limited resources and they should make the utmost use of the abilities of their own citizens. Planning action, on a technical level, by local citizen groups seems especially appropriate for the smaller cities where the individual associates himself more closely with the possibility of effective action than does the citizen of a larger city or metropolitan

area. The importance of city-wide understanding and support of city planning has been previously emphasized and any procedure which involves real citizen participation in planning has a great deal of merit for this reason alone.

"You and your neighborhood", a public service publication of Inverness Copper and Brass, Incorporated, outlines a procedure wherein the citizens are called upon to actively participate in planning their own environment. Neighborhood Planning Councils are created to (1) study needs of the neighborhood, (2) carry on educational activities, (3) study planning activities in general, (4) establish relations with the city departments and civic organizations, (5) obtain technical planning advice, and (6) on the basis of the information received, formulate an actual program and plan for the neighborhood. To our knowledge no such large scale, continuous, citizen planning program has ever been put into effect and it is impossible to predict the success of such an innovation.

However, it does not appear likely that such citizen groups, no matter how well conceived, could operate effectively or continuously without readily available, professional planning advice. Indeed it would be difficult to organize the citizens into logical geographical groups until land use studies were developed. Therefore this type of citizens' planning should best be considered a supplement to, rather than a substitute for, a more formal planning program.

state - local cooperation

Perhaps the best example of an effective state planning program is the program developed in Tennessee:

"Tennessee, through its State Planning Commission, has developed a program of local planning assistance during the past ten years that is practically unique in the United States. The program has become widely known in planning circles throughout the country, and has yielded valuable results throughout the state. The main purpose of the program is to establish planning as an active and continuing function of local government of various levels in the state.

Tennessee's cities are usually too small to make it financially possible for them to have their own planning staffs. It is for these reasons that the state has undertaken to make available to the many small cities within the state technical services of trained planning personnel.

The Division of Local Planning Assistance is operated primarily from funds appropriated to the Commission by the General Assembly. The program is also participated in by the Tennessee Valley Authority because of the interrelation of its various programs with local planning.

A number of towns have entered into contracts with the State Planning Commission for the provision of regular technical services, thus evidencing an appreciation at the local level of the value of planning and of the need for maintaining a continuous program. Eventually, it is to be hoped that the program will become practically self-supporting, making available to the local governments in the state, by joint action, something that few of them could afford by themselves.

Unlike many states, Tennessee has a large number of small cities which can benefit greatly from planning, but which could not carry out the technical details of programs without such help. The Local Planning Assistance program provides the small local governments of Tennessee with continuous technical services at a minimum cost. It is a cooperative venture, and Tennessee is justifiably famous for this phase of its work which is already paying large dividends." *

Our discussion of the local planning program in Tennessee must be considered strictly academic in regard to any possible application in California. Since the demise of both the California State Planning Commission and its successor the California Re-employment and Re-finance Board no state agency exists capable of initiating or administering a program similar to that developed by the Tennessee Planning Commission. Also we must realize that the small Tennessee city community has but little in common with its running mate in California.

The resources of California cities, for the most part, are greatly in excess of the somewhat retarded Tennessee cities and it is questionable whether California cities would or should seek such centrally concentrated benevolence. However, careful investigation of the local planning activities in Tennessee is warranted because they present a very successful example of joint governmental action on local planning problems.

county - city cooperation

Because this method has been utilized so very little it is difficult to evaluate its effectiveness especially in regard to the long-range effects of such a program. However, this manner of proceeding appears to incorporate many distinct advantages to the small community and also to the county. Planning can be carried on over an area which includes the city and a "natural" adjacent area. All positive steps that the city may take to effectuate planning (zoning ordinances, etc.) may then be paralleled by county action regarding the adjacent unincorporated area. Joint city-county action distributes the financial burden (and the benefits) over a larger area, and could provide a continuity of competent planning effort that would be difficult to duplicate by any other organizational procedure.

a. city - county contracts (Sunnyvale type procedure)

The legal basis for this type of contract exists in a 1947 amendment (Sec. 32) to the State Planning and Conservation Act of 1947:

"Any counties or municipalities may enter into contracts with any other counties or municipalities in the district for the preparation of master and official plans or the performance of other planning functions, as provided in an

* Johnson, Hayden B. The Local Planning Assistance Program

act entitled "An act providing for the joint exercise of powers by counties, by municipalities, or by municipalities and counties", approved May 20, 1921."

Let us review the joint-action procedure developed by the City of Sunnyvale and the County of Santa Clara. "The city asked the county planning commission to furnish the professional staff and to enter into a working partnership to develop a plan for the city and its environs." *

The city deposited \$3000 with the county and this was matched by \$3000 in fees collected by the County Planning Commission (note this is a very limited source of funds at the present time). In addition, the city of Sunnyvale was to furnish space in their city hall. The county controlled the expenditures and provided the technical staff to prepare a base map, prepare an existing land use map, undertake the preparation of a comprehensive zoning ordinance, and to embark upon other planning studies as time and finances would allow. The budget for the one-year contract 1949-1950 was designated as follows:

One planner; 12 months @ \$300 per month	\$3600.00
Clerical and survey help	1000.00
Consulting services from the regular county planning commission staff	1000.00
Materials and supplies	<u>400.00</u>
Total:	\$6000.00

b. urban planning commissions

City-county cooperation could take the form of an "urban planning commission". The enabling legislation, Section 2.7 of the State of California Planning Act (amended 1947), states:

"An 'urban planning commission' may be established by the resolution of the governing bodies of the city, or cities, county, or counties, or any of them in which an urban area lies. Such commission shall be appointed by the chief executive officers of the cities and counties affected from the respective planning commissions thereof, with the approval of the respective legislative bodies. Members of an urban planning commission from any city or county may be removed by majority vote of the legislative body of such city or county.

As used in this act an 'urban area' means any area formed from areas united for planning purposes and may include populated areas, unpopulated areas, or unimproved areas within or outside of incorporated cities, or any combination of such areas, except that each part of an urban area must be surrounded by one or more of the other parts of such urban area or be contiguous to some other part thereof."

* Prior, Charles M. "New Joint City-County planning program operates in Sunnyvale."

This form of organization has never been exploited in California due perhaps to a reluctance of cities and counties to become entangled in what they consider to be a rather formal and restrictive agreement. In any case we have no evidence to either advocate or oppose this form of action. It would appear, however, that the establishment of an "urban area" is a more suitable procedure (and was probably primarily intended) for the metropolitan areas of the state rather than the small cities and their contiguous areas.

conclusion

While the citizens of Mill Valley should carefully investigate all the possible approaches to planning, and come to their own decisions, our own study leads us to the following major recommendation:

City - county cooperation offers the greatest possibilities for effective planning in Mill Valley.

This type of action seems especially appropriate in a county where the inhabitants frequently speak first of their "home in Marin" rather than the town of their residence.

The county should direct the planning efforts of the resident planner who will devote his full time to the local community. The primary finances should be furnished from the general county fund, but the city should make some financial contribution (perhaps 1/4 of the total cost) in order to insure the interest and participation of the local government officials.

To bring such a program about, Mill Valley must develop sufficient local interest and local participation to initiate the liaison with the county. In any case, citizen action is of paramount importance.

APPENDIX "A" * general form of an agreement which might be adopted as basis for city-county cooperation for planning.

this agreement was proposed by the marin county mayor's committee in november 1944 but was not accepted by the county supervisors. note that it does not embody, in every respect, the recommendations of our report.

This agreement made this _____ day of _____, between the County of Marin, herein called the County, and the City of _____, herein called the City, witnesses:

WHEREAS: The parties hereto are desirous of developing a county-wide Master Plan as the same is set forth and defined in The Planning Act of the State of California, which said Master Plan will coordinate both County, and City planning, and

WHEREAS: It is the opinion of the parties that said work can best be carried out by the Technical Staff of the County Planning Commission.

IT IS THEREFORE AGREED AS FOLLOWS:

The County agrees to furnish the necessary technical staff under the sole direction of the County Planning Technician for the purpose of making surveys and preparing plans and specifications and also for the purpose of making reports and recommendations covering all phases of the Master Plan as defined in the said Planning Act. It is intended that said County Planning Technician will cause all of said work to be done in such fashion as will best serve to cover all phases of planning for the unincorporated areas and each local incorporated area so that such planning will be consistently coordinated.

It is understood that the County shall defray all of the necessary costs incurred in the performing of such work, and such work shall be carried out as rapidly as present conditions will permit. It is further understood that the City hereby authorizes and requests the County to furnish the services herein above mentioned and the City agrees to lend full cooperation to the County as well as the County Planning Technician and her staff so as to enable said work to be performed expeditiously.

All of the data accumulated by the County Planning Technician in the performance of the above mentioned work shall remain the property of the County, it being understood, However, that the County Planning Technician shall furnish a copy of all data prepared hereunder to said City.

This agreement shall be and remain in effect indefinitely and may be rescinded by the action of either party hereto by resolution of the respective Board or Council.

WHEREAS, the County Planning Commission has been organized and is now functioning as a permanent body, and

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WHEREAS, the County Planning Commission has been organized and is now functioning as a permanent body, and

IT IS THEREFORE AGREED AS FOLLOWS:

The County agrees to furnish the necessary technical staff under the able direction of the County Planning Technician for the purpose of making surveys and preparing plans and specifications and also for the purpose of making reports and recommendations covering all phases of the County Planning Commission.

It is further agreed that all of said work to be done in such location as will best serve to cover all phases of planning for the unincorporated areas of the County.

It is understood that the County shall deliver all of the necessary costs incurred in the performing of such work, and such work shall be carried out as rapidly as present conditions will permit.

and requests the County to furnish the services herein above mentioned and hereby agrees to lend full cooperation to the County as well as the County Planning Technician and her staff so as to enable said work to be performed expeditiously.

All of the data accumulated by the County Planning Technician in the performance of the above mentioned work shall remain the property of the County, it being understood, however, that the County Planning Technician shall have a right of access to all data prepared hereunder of said City.

This agreement shall be in full force and effect from and after the date of its adoption by the Board of Supervisors or Council.

APPENDIX "B"

list of texts consulted

- The International City Managers' Association, Local Planning Administration,
Chicago 1948
- Citizens' Housing and Planning Committee News and Reports, Detroit, 1949
- Cleveland City Planning Commission, Weekly Handbills.
- Philadelphia City Planning Commission, leaflets and other material, 1947
- Report of Citizens' Advisory Committee of the Planning Board of Montclair,
New Jersey, 1946
- Annual Report, City of Pasadena Planning Committee, 1948-49
- Architectural Forum, The Better Philadelphia Exhibition, 1947
- Revere Copper and Brass Inc., You and Your Neighborhood, New York 1944
- Walker, Robert A., The Planning Function in Urban Government, Social
Science series, Univ. of Chicago Press, Chicago, Illinois
- Prior, Charles M., How Joint City-County Planning Program Operates in
Sunnyvale, Western City, February 1950
- Stonorov and Kahn, You and your neighborhood, a primer for neighborhood
planning, Revere Copper and Brass inc., 1944
- Johnson, Hayden B., The Local Planning Assistance Program, The Tennessee
Planner, Vol 7, no. 3, December 1946

APPENDIX "C" * statement of the problem

department of City and
Regional Planning

may 5, 1950

Subject: Mill Valley Educational Program

To : CP 212 Students - Keilty, Murdoch, Spencer, and Williams

Introduction

A survey of existing conditions in Mill Valley has just been completed. From the information gathered in this report, it is apparent that Mill Valley has certain community integration problems which will make it difficult to carry out any program for extensive physical improvements without first focusing the attention of the community on its basic need for some form of continuous, comprehensive, long-range planning.

Educational Program

You are to assume that informed citizens of Mill Valley have hired you to stimulate interest in the city's problems, and to suggest methods of approaching them. This material is to be made available to the Mill Valley voting population in order to engage their special interest in the planning needs of the community. You are not responsible for preparing a long range plan for the area, but you are expected to present the case for long range, comprehensive planning, in whichever way you deem best.

Procedure and Due Date

You are to select your own group chairman as soon as possible. Your report is to be completed by 9:00 AM, Monday, May 29, 1950. A copy of this problem statement and a bibliography of books and manuals consulted during the study are to be included as appendices in the final report.

May 2, 1950

Department of City and
Regional Planning

Subject: Mill Valley Municipal Program

To : OP 212 Students - Kelly, Murdoch, Spencer, and Williams

Introduction

A survey of existing conditions in Mill Valley has just been completed. From the information gathered in this report, it is apparent that Mill Valley has certain community information problems which make it difficult to carry out any program for extensive physical improvements without first focusing the attention of the community on the basic need for some form of comprehensive, long-range planning.

Municipal Program

You are to assume that informed citizens of Mill Valley have hired you to estimate interest in the city's problems, and to suggest methods of approaching them. This material is to be made available to the Mill Valley voting population in order to engage their special interest in the planning needs of the community. You are not responsible for preparing a long range plan for the area, but you are expected to present the case for long range, comprehensive planning, in whichever way you deem best.

Interactions and Due Date

You are to select your own group chairman as soon as possible. Your report is to be completed by 9:00 AM, Monday, May 29, 1950. A copy of this problem statement and a bibliography of books and materials consulted during the study are to be included as appendices in the final report.

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